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President. Though they deal with familiar material, they constitute a valuable part of the book. Particularly praiseworthy is the manner in which general statements of principle are backed up by the facts of history.

On the whole this is a very satisfactory book. It gives evidence of careful, scholarly work and of conscientious study of the sources. Not the least of its merits are the extended bibliography and fifteen pages of index.

*The President's Cabinet: Studies in the Origin, Formation, and Structure of an American Institution.* By HENRY BARRETT LEARNED. (New Haven: Yale University Press; London: Henry Frowde. 1912. Pp. xii, 471.)

THAT the importance of the President's Cabinet as an institution of government is to receive wider recognition than has hitherto been the case is indicated by the publication of Mr. Learned's book, following as closely as it does the publication of Miss Hinsdale's *A History of the President's Cabinet*, also noted in this REVIEW. The student of American government, no less than the student of American history, will welcome this new volume.

The purpose of the book, as announced by the author, is "to reveal those factors in the history of the President's Cabinet which explain the origin and formation of the council as well as the establishment of the structural offices which form the institution". No attempt is made, except in an incidental way, to treat of Cabinet practices and personnel; those subjects are reserved for a later study. The present volume is limited "to setting forth the anatomy in contrast to the functions of the Cabinet" and should be judged accordingly. A careful reading forces the conclusion that the author has accomplished his purpose in a very satisfactory manner.

The book consists of thirteen chapters, in addition to the introduction and the appendix. The first chapter is devoted to the historic significance of the term "cabinet" in England, and, though interesting in itself, is not related particularly to the rest of the book and might well have been omitted. Roughly speaking, about half of the book is given to a discussion of the origin and development of the Cabinet as a collective body and to the organization of the principal executive offices in 1789. The remainder is devoted to the establishment of the other Cabinet departments. Of most interest, perhaps, are those chapters in which are discussed the foundations of the Cabinet as revealed in the administrative experience of the states from 1775 to 1789, the development of the idea of a President's council in the deliberations of the Constitutional Convention, and the actual creation of the Cabinet during Washington's first administration. The point of view of the author is that the Cabinet, as a collective body advisory to the President and composed of the heads

of the great executive departments, is not wholly due to a happy accident, but that the development which has actually occurred was anticipated by some of the more far-seeing members of the Convention of 1787. Particularly, in the author's opinion, is Charles Pinckney entitled to praise for the clear manner in which he seemed to forecast the evolution of the Cabinet. Pinckney's assertion in a pamphlet published very soon after the adjournment of the Constitutional Convention, that the President would have the right to consider the heads of the departments, "when instituted", as his council, and his application of the term "Cabinet Council" to this body, seem to justify the enthusiasm of the author when he says that this "remarkable characterization of an institution unrecognized by the Constitution . . . can hardly have been a mere suggestion or chance prophecy on Pinckney's part". The expression "Cabinet Council" was not current then and Pinckney's use of it "is probably the first that can be found". Although very early in his first administration Washington began the practice of consulting with his principal officers, the term "cabinet" was not applied to this body of advisers until 1793, and by that time the Cabinet's collective character was fairly well established. The evolution of the Cabinet, the principles which underlie it, and the attitude of the early presidents and the Congress towards it are discussed clearly and in detail. It is plain throughout that the author has been painstaking to insure the accuracy of his statements.

The organization of the three departments first established, the State, Treasury, and War departments, is necessarily treated in connection with the discussion of the Cabinet's origin and early development, but to each of the other departments a separate chapter is given. Of these later chapters the most interesting is probably that which treats of the attorney-generalship and the evolution of the Department of Justice. But of each department the author has given a very complete and illuminating account. The reader who follows the discussion with care will obtain not only an understanding of what the Cabinet is and how it came into existence, but a clearer insight into the working of America's most distinctive political institution, the presidency. The formation and development of the Cabinet is, in fact, only a part of the evolution of the presidency itself.

Evidence is abundant of the author's study of the sources. His style is clear and simple, and his material is presented in a thoroughly readable manner. From the typographical point of view the book is excellent. Its value is greatly increased by the list of authorities contained in the appendix and a carefully prepared index of more than forty pages. Though, in some respects, not entirely free from criticism, this book will be of great service to students of American history and politics.